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ABSTRACT

This paper analyzes use of the educational voucher system in four school districts across the country. Next it examines the legal implications of using vouchers as public funding for education. The effect of the use of vouchers on the school code of the state of Illinois is discussed in depth. Finally, the paper offers a review of attitudes for and against the use of vouchers for educational purposes. An extensive appendix offers guidelines for experimental high school programs in Illinois: maps of special education service units, vocational education centers, and community college districts; and copies of sample vouchers. (Author/LD)

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THE EDUCATIONAL VOUCHER SYSTEM:
A MONSTROUS THREAT TO PUBLIC EDUCATION?

By

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Perhaps the sentiments contained in the following pages are not yet sufficiently fashionable to procure them general favor; a long habit of not thinking a thing wrong gives it a superficial appearance of being right and it raised a formidable outcry in defense of custom. But the tumult soon subsides. Time makes more converts than reason.

Thomas Paine
Common Sense, 1776

FEB 1 3 1980

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CHAPTER I

INTRODUCTION

Freedom of choice is probably the most fundamental principle underlying the American way. Americans insist on choosing elected officials and choosing a particular religion and, to a degree, what school to attend. Through the ballot, church attendance, and home locations, we can control these sacred institutions but these factors are all limited in scope..

In any discussion of freedom of choice, the assumption is that there exist alternatives from which to choose. Unfortunately, in the case of education, all too often the choices are extremely limited, if not nonexistant, to most clients. The blocking forces which stand in the path of alternative education programs development are many. Tradition, resistance to change and lack of a definition are only a few of the forces. The traditional approach to education is that we have "x" number of children for "x" amount of time, and that you, the teacher, will impart "x" amount of knowledge. The resistance to change block is reflected in statements by educators such as Charles E. Silberman, in Crisis in the Classroom. Silberman stated:

> ...the reform movement has produced innumerable changes, and yet the schools themselves are largely unchanged...things are much the same as they had been twenty years ago, and in some ways not as good as they were forty years ago, when the last great school reform movement was at its peak.[1]

A second author, Alvin Toffler addressed change as follows:

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[1]Charles E. Silberman. Crisis in the Classroom (New York: Random House, Inc., 1970), pp. 158-59.

> For while we tend to focus on only one situation at a time, the increased rate at which situations flow past us vastly complicates the entire structure of life, multiplying the number of roles we must play and the number of choices we are forced to make. This, in turn, accounts for the choking sense of complexity about contemporary life.[1]

when addressing the problem of lack of definition of what is an alternative, we discover that alternatives in education mean different things to different people.

In order to establish the parameters in this paper, the author would like to acknowledge these blocking forces as being real, but not necessarily valid. The first blocking force, "tradition" is very real but is valid only to the extent that tradition can be retained as a part of change. Mainly, educational clients have found a viable way of preserving tradition as well as morality by opting for a parochial education, thus foreseeing tradition steeped in religion.

The second blocking force, "resistance to change" is real, but is valid only if dealt with from a perspective of where American society is at the present time. We know many facts about present day Americans that point to dealing with change in a very real way; on the average, Americans will move every 2.5 years and thus will change all of the familiar environmental factors. The speed of technological development is expressed by Marshall McLuhan in The Medium is the Message:

> The young today live mythically and in depth. But they encounter instruction in situations organized by means of classified information. Subjects are unrelated: they are visually conceived in terms of a blueprint. Many of our institutions suppress all the natural direct experience of youth.
>
> The student finds no means of involvement for himself and cannot discover how the educational scheme related to his mythic world of electronically precessed data and experience that his clear and direct response s report.
>
> The young today reject goals. They want roles, r-o-l-e-s. That is, total involvement. They do not want fragmented specialized goals or jobs.

[1]Alvin Toffler. Future Shock (New York: Random House, Inc., 1970) p. 39.

> the dropout represents a refection of nineteenth-centure technology as manifested in our educational establishments.[1]

The third blocking force, "definition of what is an alternative education" will be limited to the definition found in A Study of Alternatives in American Education, Volume 1:

> An alternative school or program is defined as one that has at least the following characteristics: (1) It is a full-time educational program; (2) it is available to students on a voluntary basis; (3) it is in some way distinctive from the district's standard educational program. This definition excludes programs designed to serve special groups of students, such as continuation schools for potential dropouts, teen-age maternity centers, or special education programs for children with learning disabilities. Many districts do refer to such programs as alternatives, but, because they (students) are often assigned or counseled into such programs, they do not meet the criterion of voluntary enrollment.[2]

The relationship between any system of vouchering of students and alternatives is inescapable. Without alternatives, why would a voucher be used? American education has had alternatives for some students since Anne George opened the first Montessori School in Tarrytown, New York, in 1912. The voucher is not new, the G.I. Bill of Rights proveded for vouchers to exservicemen returning from World War II as partial payment for services rendered. The public school system first experimented with vouchers at vour vastly different school districts. The four districts were (1) Alum Rock, California, (2) Cincinnati, Ohio, (3) Eugene, Oregon and (4) Minneapolis, Minnesota. Other schools received grants to study the feasibility of using the voucher system, but only these four actually employed the voucher system. A table of enrollment statistics follows. The discussion of the districts is found in Chapter II.

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[1]Marshall McLuhan and Quentin Firoe The Medium is the Message (New York: Bantam Bookss, Inc., 1967), pp. 100-101.

[2]Gail V. Bass. A Study of Alternatives in American Education, Vol. 1: District Policies and Implementation of Change (Santa Monica, California: The Rand Corporation R-2170/1-NIE, April 1978) p. 1.

TABLE 1

COMPARATIVE SCHOOL DISTRICT ENROLLMENT STATISTICS DURING VOUCHERING EXPERIMENT

SCHOOL	ENROLLMENT	NUMBER OF SCHOOLS ELEM	MIDDLE	SR. HIGH
Alum Rock, California	15,000 k-12	19	6	0
Cincinnati, Ohio	66,000 k-12	74	16	7
Eugene, Oregon	20,000 k-12	31	8	4
Minneapolis, Minnesota	53,000 k-12	60	12	10

SOURCE: Gail V. Bass. A Study of Alternatives in American Education, Vol. 1: District Policies and Implementation of Change, Chapter II (Santa Monica: California: The Rand Corporation R-2170/1-NIE, April, 1978), pp. 20-42.

CHAPTER II

FOUR EXPERIMENTS IN EDUCATIONAL VOUCHERING

Why would a community experiment with educational vouchers? The motivational forces which cause change within any given community vary because of the unique make-up of that community. It is important to understand what these forces were in each of the four vastly different communities that led to experimentation with educational vouchers. In order to make sense of what happened in Alum Rock, California, Cincinnati, Ohio, Eugene, Oregon, and Minneapolis, Minnesota, we must examine the forces that were at work to bring about the experiment.

Alum Rock, California

The basic goals of Dr. William Jefferds were to (1) decentralize the Alum Rock administrative function and (2) increase the participation of the community in the schools. The problems Dr. Jefferds faced were, even to a strong leader, imposing. Economically, the district was very poor with 10 percent of the people below the poverty level. The district is very transcient with 57 percent Spanish and 12 percent black, fully 69 percent minority population.

The political forces were the La Confederacian de la Ruza Unita representing the Latin population and the National Association for the Advancement of Colored People representing the black population. Through the able leadership of Dr. Jefferds, support was generated from both these organizations. It is interesting to note that even with such a large minority representation, the community contined to elect mostly white board members.

Under the circumstances, it would seem that Alum Rock, one of the

poorest school districts in California, with a per pupil expenditure of only $850.00 would be an unlikely place for educational innovation. This would have been true except that Dr. Jefferds was successful in obtaining federal funding for the voucher system and the teachers were not opposed to the idea.

Cincinnati, Ohio

Under the leadership of Dr. Donald Waldrip, the City of Cincinnati School District decided to experiment with educational vouchering in order to (1) achieve racial desegregation and (2) alleviate problems of school closings and the related financial and social problems that accompany school declining enrollments.

Cincinnati schools had a history of financial difficulties and desegregation problems. These two issues were the result of "white flight" to the suburbs. The move resulted in racial imbalance and a fast eroding tax base. The ratio was 50 percent white and 50 percent black and a tax base that left the school district bankrupt.

The political forces affecting the Cincinnati Public Schools were the Citizens School Committee and the Neighborhood Schools Committee and the NAACP. Through the election of school board members, these three factors caused various ideological differences between the liberal superintendent and a conservative board, as well as disputes over desegregation matters.

Eugene, Oregon

In 1973, Dr. Thomas Payzant was hired by the Eugene, Oregon Board of Education with the expressed purpose of bringing a good humanist educational program to the people. This city, unlike the previously described cities, had none of the racial or financial problems. The residents were almost all white and a few were poor. A full 15 percent of the population were either students

or employees of the University of Oregon. Thus, most of the Board of Education members were from the University Community and had been strong in their support of innovation and experimentation in schools.

The development of Educational Alternatives would seem to be found in this ideal setting in Eugene. Even in this educational setting, alternatives have caused the two unsuccessful recall elections:

> The first board recall election revolved around the issue of free public kindergartens, which are optional in Oregon, and which were not offered in Eugene when Dr. Payzant was hired in 1973. Until then, kindergarten funding had been presented to the voters separately from the rest of the school budget and was consistently voted down. Payzant included kindergartens in his overall budget and refused to eliminate them even after the budget went down to defeat twice. The budget passed on the third try, but angry citizens attempted to recall the board over this issue.
>
> The second recall election resulted after Payzant, in the spring of 1976, transferred three of Eugene's high school principals to junior high positions and replaced them with junior high principals. Such a transfer was totally unprecedented in the district, and was viewed by some as a strategy to displace key members of the "old guard" who stood in the way of the superintendent's reforms. The action generated immediate uproar in the community and separate lawsuits against the district by the high school principals and by a group of citizens claiming the board had violated Open Meeting laws. The district lost both cases and is appealing the court's decision on the transfer case. In the meantime, the six administrators remain in their new assignments.[1]

Minneapolis, Minnesota

When Dr. John Davis assumed the superintendency of the Minneapolis Public Schools in 1967, he began a decade of multifaceted reform. The goals of Dr. Davis' administration were to (1) decentralize the administrative function and (2) improve community participation in school governance, (3) renovate existing buildings and add adequate buildings to house a variety of educational innovations, and finally, (4) to bring into compliance the district with the 1972 court order to desegregate the system. When he started minority enrollments ranged from 1 percent to 80 percent in the various

[1]Ibid. pp. 32-33.

schools within the system.

In order to expedite these goals, the administration of the Minneapolis Schools encouraged the staffs to submit proposals for Title III of the Elementary and Secondary Education Act of 1965 funds. Numerous grants were obtained to support such projects as "Urban Arts" and "Eliminating Sex Bias in Education". The district also joined with the University of Minnesota in forming a Teacher Center.

In June, 1971, the district received a $6.5 million five year federal Experimental Schools grant to attempt comprehensive school change. The project Southeast Alternatives, converted four neighborhood elementary schools and a junior/senior High into a cluster of alternative schools. Southeast Alternatives was to become the model for the creation of alternative schools in other parts of the city beginning in 1973.

City-wide development of alternatives in Minneapolis was tired directly to the district's efforts to desegregate its schools. In 1967 the school board adopted "Human Relations Guidelines" stating that an integrated education was a better education, that racial isolation was educationally harmful, and that the school district should make every reasonable effort to eliminate segregation in the schools. A voluntary transfer program was started to foster racial balance. In 1970, the board adopted stronger "Human Relations Guidelines for the 70's", defining a quality school, in part, as one "in which the racial composition of the student body approximates the racial composition of the total student population in the Minneapolis School System".

In April 1971, the Minnesota Commissioner of Education notified the Minneapolis district that 17 of its schools had unacceptably large concentrations of minoity students (over 30 percent) and instructed the district to develop a desegragation plan. At about the same time, a class action lawsuit was filed

against the district, charging intention policies resulting in unlawful racial segregation. The administration and board spent the next year developing a plan, and in April, 1972, shortly before the court case was decided, the board adopted a desegregation/integration plan. The Court approved the board's plan, with minor revisions, commended the plan's attention to staff development and human relations training and ordered its implementation over the next three years. Since then, in accordance with the plan, school boundary changes have been made; schools have been closed, paired, or clustered; and new attendance areas have been drawn. Alternative programs have been offered within desegregating clusters of schools, to give parents educational choices that are intended to make desegregation more acceptable and to improve the quality of education. A revised court order now sets the maximum minority enrollment for city schools at 42 percent, provided that no single minority accounts for more than 35 percent. As of the 1976-77 school year, all but a few of the city's schools were in compliance, and the district is taking steps to correct the remaining few cases of imbalance.

On January 26, 1976, the East Hartford, Connecticut Board of Education rejected the opportunity to receive a five year, six and one-half million dollar grant from the National Institute of Education which would have supported an educational voucher experiment. Two months later, New Hampshire made a similar decision. These actions closed the possibility of implementing a full scale project at either of the sites, and elininated the prospects of establishing a voucher program elsewhere. As a result, seven years of Federal efforts to introduce sweeping economic, political and educational changes through the voucher mechanism ended quitely.[1]

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[1]William Weber. "The Eclipse of Education Vouchers in America: The East Hartford Case." Journal of Education. 159 (May 1977) :36.

CHAPTER III

LEGAL IMPLICATIONS OF EDUCATIONAL VOUCHERS

For the sake of this discussion, the definition of an educational voucher is a contract that provides full public funding for virtually any and all modes of education - public, private or parochial. The voucher, like a food stamp or the G.I. Bill educational grant is usable anywhere ther is an appropriate educational marketplace. Every person between the ages of six and 21 years would be issued a voucher. Twenty-one is used because the public schools have legal responsibility to that age. Each kindergarten age child may be issued one-half of a voucher because of half-day attendance patterns. Special catagory vouchers such as special education and vocational education would be issued to offset the additional or extraordinary program costs.

In order to examine the legal issues which arise as a result of providing education vouchers, it is necessary to look at the legal history of the voucher. The basic reasons for experimentation with vouchers were (1) decentralization, (2) desegregation, (3) financial/social and (4) improvement of community involvement. Strangely enough, these are the areas from which legal tests have come.

In each of the reasons used for experimentation withthe vouchering systems, the changes which occurred have resulted in conflicts with special issues such as civil rights, religion and equal access to a free public education. These have all been tested in the courts.

The landmark case that is often the lagal basis for vouchering was the Serrano v. Priest (1971) in which the California Supreme Court ruled that an

educational-finance system based upon local property taxes unconstitutionally discrimated against the poor. The assumptions innate in the reasoning is that the amount of dollars is directly related to the quality of education. In Illinois, the result of the Serrano ruling was the erosion of the school tax base through abolishing the personal property tax. This revenus has not been replaced in Illinois, the only thing that really occurred was that poor school districts became poorer.

Other issues concerning human rights and questions of discrimination in schools have been the subject of court action since the Tinker case of 1969. The ruling in this case was that students do not lose their constitutional due process rights at the school house door. Discrimination takes many forms and has many victims - handicapped, religion, bilingual education and sex equity are some that have been considered by the courts.

The legal problems of educational vouchering that could develop in the State of Illinois could be overwhelming. Chapter 122, Illinois Revised Statutes, the School Code of Illinois would need to be totally rewritten in order to allow for the voucher to be implemented because most articles would be null and void. Let us examine the School Code of Illinois and other legal actions that have transpired as a result of providing education choices.

The basic question germaine to legal implications is: "Who is responsible for the education of the children in Illinois?" The answer is clearly given in the School Code of Illinois under Article I, Section 1A-4 Paragraph C:

> The duties of the State Board of Education shall encompass all duties currently delegated to the Office of the Superintendent of Public Instruction and such duties as the General Assembly shall designate. The Board shall be responsible for the educational policies and guidelines for public and private schools, pre-school through grade 12 and Vocational Education in

> the State of Illinois. The Board shall analyze the present and future aims, needs and requirements of education in the State of Illinois and recommend to the General Assembly the powers which should be exercised by the Board. The Board shall recommend the passage and the legislation necessary to determine the appropirate relationshsip between the Board and local boards of education and the various State agencies and shall recommend desirable modification in the laws which affect schools.[1]

Now that the statutory responsiblity has been established, the remainder of the Code deals with "how" this will be accomplished. In order to show how extensive a revision of the School Code would need to be, let us first look at the various section which seem to address student placment.

At the present time, students who live within the boundaries of a school district are assigned to a school within that district. (Article 10-20 of the School Code of Illinois). This Article addresses the "how" a school district will be operated and yet, an examination of Article 10-19 Paragraph 3 shows that the law allows the schools to "make a deal" with the State Board of Education which will allow expection to Artic] 10-20:

> With the prior approval of the State Board of Education and subject to review by the State Board of Education every 3 years, any school board may, by resolution of its board, establish experimental educational programs at the high school level, including but not limited to programs for self-directed learning or outside of formal class periods, which programs when so approved shall be considered to comply with the requirements for this Section as reapects numbers of days of actual pupil attendance and with other requirements of this Act as respects courses of instruction. Amended by P.A. 80-1280, 1, eff. July 31, 1978.[2]

The question of "who is responsible for transporting students" is answered in Article 29-1. Free Transportation for Pupils which states:

> School Boards may provide free transportation for pupils as prescribed in Section 10-22.22.[3]

If a voucher system were introduced, a chaotic situation could result under present legislation concered with transporting students.

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[1]State Board of Education. The School Code of Illinois (St. Paul, Minnesota: West Publishing Co., 1979) p. 3.

[2]Ibid., p. 54. [3]Ibid., p. 165.

These are just two examples of problems associated with the School Code. A more careful examination indicates that many other Articles might be affected is a voucher were to cover the total costs of education:

ARTICLE 7. BOUNDARY CHANGE - NEW DISTRICTS. If a student has a voucher, would school boundaries have valid reasons for existing? A voucher would imply that all educational costs would be covered and no local effort would be necessary. Therefore, local boundaries would not be needed.

ARTICLE 8. TREASURERS. If boundaries were nonexistent, schools, both public and private would not be dependent on the treasurer to control monies. Each school would have total financial autonomy.

ARTICLE 9. ELECTIONS. Local elections for boards of education would not be necessary.

ARTICLE 10. SCHOOL BOARDS. Local boards would not be necessary and the powers of the board would be assigned to the governing unit of the school.

ARTICLES 11, 12, 13. These Articles address the various school district organizational plans and would not be used because boundary lines and organized systems would be unnecessary.

ARTICLE 14. HANDICAPPED CHILDREN AND THE VOCATION EDUCATION LAW 694. The interesting legal problems of both special education and vocational education are related because a type of vouchering system to provide these services is already in place. In both cases, the delivery system has resulted in a from of voucher between a local school district and either (1) an intermediate district, (2) another school district or (3) a consortium of districts. The voucher covered the full cost of services delivered and, within certain restrictions, where the services may be purchases.

In a legal sense, vouchering for education is already in place for residents of public school districts that do not belong to a public

community college district. Under Article 106-2 of the community college act it is mandated that:

> Any person who has notified the board of education of his district as provided above and who is a resident of that district at the time of such notification shall have his tuition paid by that district for that academic year and the following summer term so long as he resides in Illinois outside a community college district.[1]

Many difficulties have been experienced by school people due to the regionalization delivery systems in the areas of special education, vocational education and community college districts. Appendix B includes maps which illustrate the overlapping boundaries.

In 1974 the question of admission of students to a preferred high school was tested in Berkelman v. San Francisco Unified School District and which resulted in the following:

> Issue: May a school district admit students to a preferred high school on the basis of past academic achievement if the percentage of black, Spanish-American, and low-income students who qualify for admission is essentially disproportionate to the percentagle of black, Spanish-American, and low income students in the school district at large?
> Answer: Yes.
> Reasoning of the Court: ...the Court held that the admission standards were neither intentionally discriminatory nor a neutral standard applied in a discriminatory manner...the Court decided that the standard of review was to examine the school district's assertion that the standard of past academic achievement substantially furthered the purpose of providing the best education possible for public school students in the district. The Court accepted the board's assertion, noting that 'the student whose past performance has demonstrated ability to move at the advanced rate in an advanced program will receive a better education than he or she will receive if required to work in subject matter and at a pace which does not provide as great an educational challenge.[2]

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[1]Ibid., p. 276.

[2]Berkelman v. San Francisco Unified School District, 501 F. 2d 1264. U. S. Court of Appeals, Ninth Circuit (1974).

CHAPTER IV

THE PRO'S AND CON'S OF VOUCHERING

In any discussion on education, one thing that all people will agree on is that education should be concerned with the best interests of the child. From this point of agreement people soon disagree on the "how, what and where" of education.

The lack of concensus about what is best for the child is described by Jack Coons, a law professor at the University of California at Berkley when he writes:

> There is little consensus about what is in the best interest of the child in terms of values in the long run. Many think that the best thing that could happen to children is to be simply happy, that a kind of hedonistic or pleasure principle ought to be incorporated into the educational system.
>
> Others are perhaps more interested in some form of the work ethic or discipline; that is, children should be productive, eventually fitting into the order which will, say, maximize the gross national product.
>
> Still others would emphasize the afterlife; they hold that life is not something that is finished here, that children ought to be prepared first and foremost for their duties to God and for their ultimate relationship to God. Others think the opposite.
>
> So, there are many ways that one can construe the goodlife. In fact, there are many ways in which Americans do construe it. Our colleagues are of no single mind on this subject. They are intensely pluralistic in their description of the purposes of education children.
>
> Second, in respect to those aspects of the good life about which they do agree, and there are some--for example, the technical aspects of education: reading, writing and so forth--there is technological conflict. That is, there are many ways to approach the teaching of fundamental skills. No single approach h s become dominant in the schools. None is likely to. One wonders if there is any reason that any of them ought to become dominant, since none of them can clearly demonstrate its superiority over the others.[1]

---

[1]John E. Coons and Stephen D. Sugarman, "Choice in Education," Center Magazine 11 (September 1978) :47.

Stephen Sugarman, a close colleague of Coons further supports this argument by saying:

> If we convince you that there is indeterminacy with respect to the best interests of children at the societal level, you might respond by saying, 'Well then, there is nothing really for society to do. If society cannot say, in some way, "This is what is in the best interests of children", then society must drop out'. But the central part of the effort is to sugest that society does then have a function. It has the function of choosing a decider. In our public education system, that decider's role is filled by what we think is an odd combination of classroom teachers, legislators, school administrators, and publishers. All these people have somehow been appointed as some sort of collective professional decider for children.[1]

In their book, Education by Choice, Coons and Sugarman champion the cause for a voucher system and have generated some support. Dr. Larence Iannaccone, Acting Dean of the Graudate School of Education, University of California at Santa Barbara endorses the voucher system on the grounds that vouchers move schools toward change through a dismantling process.

Gerald Hedden, Acting Superintendent, Santa Barbara School District indicates that the use of a voucher system, not in paper form, but in the vocal and voting form are already in use. The choices that are made available are reflected in the vote because the school board members who are elected make decisions on the directions the school will take. Dr. Hedden cites the experience of the Santa Barbara Schools, when such a range of alternatives were offered that it was impossible for the students and parents to make adequate choices.

Joseph Schwab, Associate Editor for the Center Magazine supports vouchering for two reasons. The first is that Schwab sees schools as noncompetitive cause of the monopoly they enjoy in the educational market. If competition is introduced, true change has a better chance. Secondly, vouchers would allow for a wide diversity of teaching styles as well as learning styles.

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[1]Ibid., p. 48.

Professor Christopher Jencks, a Sociologist from Harvard University supports vouchering on the basis that housing patterns dictate the kind of school a child will attend. The danger in neighborhood school is that the characteristics of the school has a sameness with the lifestyle of the neighborhood and does not allow for divergence. In a stagnant situation the student becomes the victim.

On the other side, R. Freeman Butts, Professor Emeritus, Teacher's College, Columbia University believes that a full scale voucher would promote private purposes at the expense of public purpose. Butts bases his argument on the intent of America's founding fathers that they turned to the idea of public education in that they were trying to build common commitment to their new democratic policital party.

The purpose of public education was not and is not to give parents more control over education, not to promote individual needs and interests of children, and not to prepare for a job and not to prepare for college. The purpose of public education is to prepare for the responsibility of citizenship in a society that is self governed.

Edd Doerr, contributing editor to the Humanists Magazine stated that although the voucher was considered a dead issue, two events have new life: The efforts of the supporters of "Parochiale in Michigan" and the book Education by Choice by Coons and Sugarman.

Doerr opposes vouchers for many reasons.. In his eyes vouchering would amount to gross racial discrimination, and schools would be free to indoctrinate shildren in any religion or idealogy. Doerr feels very strongly in his opposition to the voucher as reflected the following statement:

> If I was correct several years ago in referring to the Jencks-Nixon Administration voucher plan as a Rube Goldberg blueprint for chaos, the new Coons-Sugarman model is similar. The plan would force all taxpayers to support private schools that are part of various churches' religious

missions. The plan would wreck public education and turn teachers into little more than itinerant day laborers. It would destroy educational continuity and standards; subject an ever increasing percentage of children to various forms of indoctrination; erode interfaith and community understanding; divide children by creed, class and race; and create an administrative nightmare beyond our power to imagine.[1]

Perhaps the most vocal opponent of vouchering has been the Teacher Unions. Spokespersons for the unions raise issues centered around economics and racial segregation. Under a voucher plan, middle-class people would use state money to subsidize their childrens' education at elite academies. Public schools where only the amount of the voucher could be charged, would be the only choice left to the poor and minorities. The unions feel that the added financial support to parochial schools would leave less money for the public systems and lead to a totally segregated student body.

During a recent interview this author had with Les Birdsell, President of the Network for School Improvement, Sacramento, California, Mr. Birdsell stated that: "If the voucher proposal appears on the California ballot in 1980, I predict an apartheid in that State within ten years".[2]

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[1]Edd Doerr, "The Voucher Menace," Humanist 38 (November 1978) :52.

[2]Interview with Les Birdsell, Network for School Improvement/California Staff Development Network, Sacramento, California, 8 November 1979.

CHAPTER V

SUMMARY

The term "Educational Vouchers" was born of a popular proposal by Milton Friedman the Nobel Prize winning economist. Since its birth several years ago, many variations of the voucher plan have been proposed but basically it provides a given amount of state monies in the form of a voucher to be used by parents for the education of their children. Samples of educational vouchers are in Appendix C.

The motivation behind the four school districts that have experimented with vouchers have varied from efforts to decentralize to efforts toward desegregation. Only one of the experiments seemed to have been based in educational improvement as a pure motivation.

Alum Rock, California, a very poor school district, with a high percentage of minorities could accomplish vouchering to the degree that massive outside funding would support. The choices offered to parents were there, but the parents were not really prepared to make sound decisions about the choice. A lack of decision-making skills coupled with poor communications about the options available in the "minischools" led to unsuitable choices.

In Cincinnati, Ohio, two motives were operant. With declining enrollments the necessity to close school buildings led to attempts to attract students to programs located in other parts of the city. A second need was to desegregate, and the magnet school concept was more desirable than busing.

Eugene, Oregon, had more educationally sound motivation for its attempt at a voucher system. The school district was far ahead of most in its policy of open enrollment; any student could enroll in any school in the district. This policy, and the support of a university setting was further enhanced through the deliberate hiring of a superintendent of schools whose mandate was to implement a voucher plan.

Minneapolis, Minnesota, turned to the voucher in order to breath new life into its educational system. The need of support for a massive building program served as an incentive for the board of education to attempt to fit educational programs to building needs and vi e versa. Educational reform along with new facilities raised the profile of Minneapolis schools.

In a legal sense, vouchering has been and will contintue to be plagued with problems. School laws and school regulations were written with only the traditional public schools as targets. The tradition of students reading in a given area attending the public school much like all other public schools had been the only framework for legislation. This framework has been substantially altered with the civil right movement, Title IX, and other societal shifts.

Feder legislation on segregation, equal rights, due process and equal access have resulted in a state of 'future shock' for some schools. Attempts at change have been tried and discarded by the hundreds with vouchering being only one of them. The belief that the public schools should be the forum for societal change is due, at least in part, because schools serve all strata of society and therefore must be responsive to all. Out of the frustration of the change process, legal questions concerning schools must be addressed. These questions are now being tested in the courts to serve as the basis for future legislation for all education.

APPENDIX A

EXPERIMENTAL PROGRAM GUIDELINES

State Board of Education

Illinois Office of Education

Joseph M. Cronin
State Superintendent of Education

Experimental Program Guidelines
Illinois Law Providing for Experimental Programs in Secondary Schools
Section 10-19 of The School Code of Illinois

September, 1977

STATE BOARD OF EDUCATION
ILLINOIS OFFICE OF EDUCATION

Date: September 12, 1977

MEMORANDUM

TO: Superintendents of Educational Service Regions
Unit District Superintendents
Secondary School Superintendents
High School Principals

FROM: Joseph M. Cronin

SUBJECT: Experimental Program Guidelines, Chapter 122, Section 10-19 of The School Code of Illinois

Enclosed are the final Guidelines for Illinois' recent law providing for experimental programs in secondary schools.

Section 10-19 of The School Code of Illinois, as amended, provides for State Board approval of local district experimental programs at the high school level. The purpose of the legislation is to allow secondary schools the latitude for providing their students with curriculum alternatives based upon an approved proposal.

The suggestions received during the 45-day review period of the draft guidelines were taken into consideration in the final promulgation of the guidelines. I believe the guidelines will allow for greater flexibility in educational experimentation at the high school level.

Please note that this is a permissive law and not a mandatory program. These are guidelines not regulations. In fact, this is a memo on how you find ways to innovate with alternative education or community service programs even when other laws and regulations say that ordinarily you cannot do it. In short, it is a step towards freedom.

I encourage local school districts to use this new avenue toward providing alternative and enriching programs for their high school students.

77-9-2

IOE 51-19 (1/75)

Experimental Program Guidelines

The purpose of these guidelines is to present basic information concerning P.A. 79-1048, and to provide a procedure for program application. This bill, passed by the Illinois General Assembly in September of 1975, amends Section 10-19 of The School Code of Illinois. The intent of this amendment is to allow greater flexibility in educational experimentation at the high school level.

The synopsis of the bill reads:

(Ch. 122, par. 10-19)

Amends School Code. Permits boards to initiate experimental programs at high school level which, when approved by the State Board of Education, will comply with the actual pupil attendance requirements for State aid purposes and with other School Code requirements respecting courses of instruction.

"High School level," for the purpose of these guidelines, is defined as grades nine through twelve.

Proposals for approval of experimental programs will be accepted at any time from local school districts or consortiums of districts. All proposals are to be submitted to the Superintendent of the Educational Service Region who may comment or make recommendations and will forward them to the Illinois Office of Education for approval. Each proposal will be reviewed by an Illinois Office of Education Committee comprised of representatives from the Divisions of Program Services and Management Services and other appropriate persons. The review committee will make recommendations to the State Superintendent of Education. Program revisions and evaluations are subject to review every three years to insure that the experimental program as implemented is consistent with the proposals as approved by the State Board of Education.

Experimental Programs

Although Ch. 122, Sec. 10-19 does not contain a formal definition of "experimental program," the Illinois Office of Education has consulted with the legislation's main sponsor when drawing up guidelines. In addition, Webster's New World Dictionary of the American Language (Second College Edition), defines "experiment," in part, as follows:

> "any action or process designed to find out whether something is effective, workable, valid, etc."

The legislation permits and encourages local district experiments in designing secondary school programs which more nearly meet the varied educational needs of youth in a changing society. The method for promoting these innovations is approval by the State Board of Education of proposals for experimental, e.g. individualized instruction, participation in citizenship or career education or other programs which will be considered to comply with statutory requirements respecting actual

pupil attendance and/or mandated courses of instruction, when, in the opinion of the local school board and the State Board, such requirements would impede the operation of a worthwhile educational innovation.

It is the position of the State Board of Education that Ch. 122, Sec. 10-19 does not alter existing requirements regarding teacher certification.

Since the law is permissive, the State Board of Education will not approve proposals which do not project a possible worthwhile educational innovation.

In summary, proposals which employ an "experimental" approach may be accorded approval.

ASSISTANCE FROM STATE STAFF FOR DEVELOPING PROPOSALS

To obtain State staff assistance, contact:

Director
Program Services
(Springfield)
100 North First Street
Springfield, Illinois 62777
217/782-5696

Director
Program Services
(DeKalb)
Post Office Box 625
DeKalb, Illinois 60115
815/753-0261

Director
Program Services
(Chicago)
188 West Randolph
Chicago, Illinois 60601
312/793-5660 (172-5560)

Director
Program Services
(Mt. Vernon)
2413 Broadway
Mt. Vernon, Illinois 62864
618/242-1676

Director
Program Services
(Urbana)
907 West Nevada
Urbana, Illinois 61801
217/333-6770

Proposal Format

Section I - Assurance for Application

Submit a copy of the local board of education's motion granting authority for application which is signed by the secretary of the board. No application will be accepted for Illinois Office of Education review without written assurance that the proposal was approved by the local board of education by a formal motion during a legally constituted meeting.

Section II - Abstract

Give a brief description of the program to include:

A. A discussion of how the following will be affected:

1. Number of days of actual pupil attendance

2. Courses of instruction

B. A specific explanation of why and in what manner the proposed program is experimental.

C. A description of the assessed need, target population and methodology of the proposed project.

Section III - Needs Assessment

Local school districts applying for experimental program approval must provide complete program information and demonstrate any relationship between the proposed program and the district's priorities. Districts may submit experimental program proposals which would include all or a select number of students within the district or within a particular school in a multi-secondary school system.

THIS SECTION SHOULD CONTAIN:

A. A discussion of the process and procedures used to identify the need for the experimental program.

B. A discussion of how the proposed program will fulfill the identified need.

Section IV - Objectives

This section should list the learner outcome or process objectives of the proposed programs. Each of the objectives should be related to the needs previously identified as critical, stated in measurable terms and related to specific procedures/activities and specific evaluation plans. Since the objectives of a proposal are the chief and initial method of conveying the intentions of the proposed program to the readers, this section should be carefully written.

Section V - Procedures/Activities

Procedures/activities must contain those major procedures and/or activities that will facilitate accomplishing the learner outcome or process objectives. These procedures/activities are the intermediate process between the learner outcome or process objective and the evaluation of the desired behavioral changes.

Procedures/activities should be stated for each objective and should be chronologically sequenced.

Section VI - Resources and Administration

The proposal must demonstrate that the district has allocated sufficient human and fiscal resources to implement, maintain and evaluate the program. Describe who is directly responsible for the program.

Section VII - Evaluation

The proposal should contain evaluation strategies based on valid research methodology which will annually provide evidence to determine the degree to which the objectives have been met and will provide adequate information to administrators to enable them to make decisions on project continuation.

Evaluation should include:

A. Baseline Evaluation (gathering data to be used in defining objectives; identifying criteria for measuring project success).

B. Progress Evaluation (periodic assessment of progress toward objectives).

C. Outcome Evaluation (degree to which objectives have been met).

D. Suggestions to school districts that may consider the adoption/adaption of the program.

NOTE - The following chart format is recommended for Section IV - VI.

OBJECTIVES	ACTIVITIES	EVALUATION

Section VIII - Community Involvement

It is strongly recommended that as many people be involved in the experimental program as is possible. Discuss the community involvement in the developmental, implementation and evaluation phases of the program.

Section IX - Routing Directions

Each local district submitting a proposal should forward 3 copies to the respective Regional Superintendent of Schools who will retain one copy and will transmit the remaining two copies to:

Leo Hennessy, Assistant Superintendent
Department of Recognition and
Supervision
Illinois Office of Education
100 North First Street
Springfield, Illinois 62777

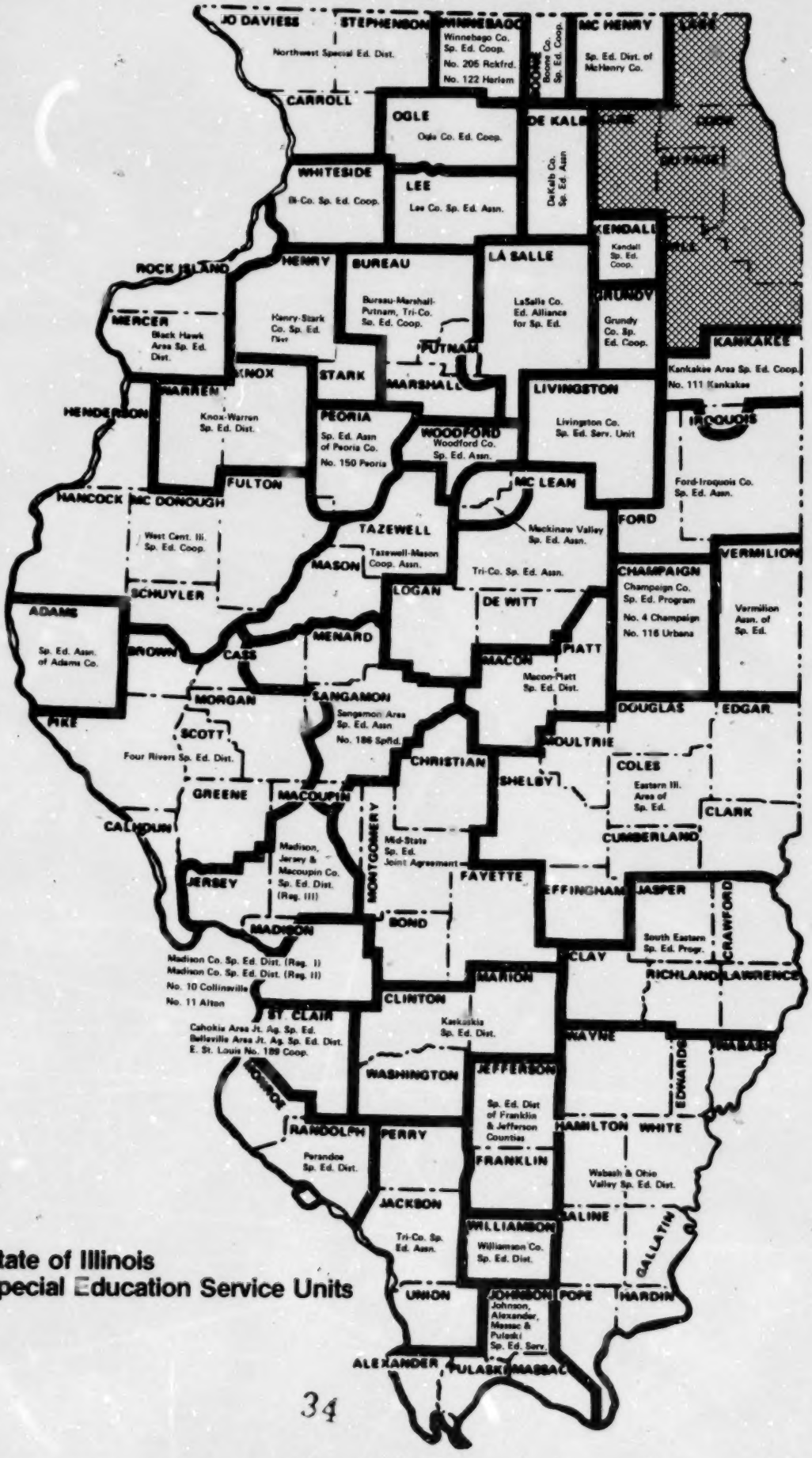
APPENDIX B

ILLINOIS MAPS OF

SPECIAL EDUCATION

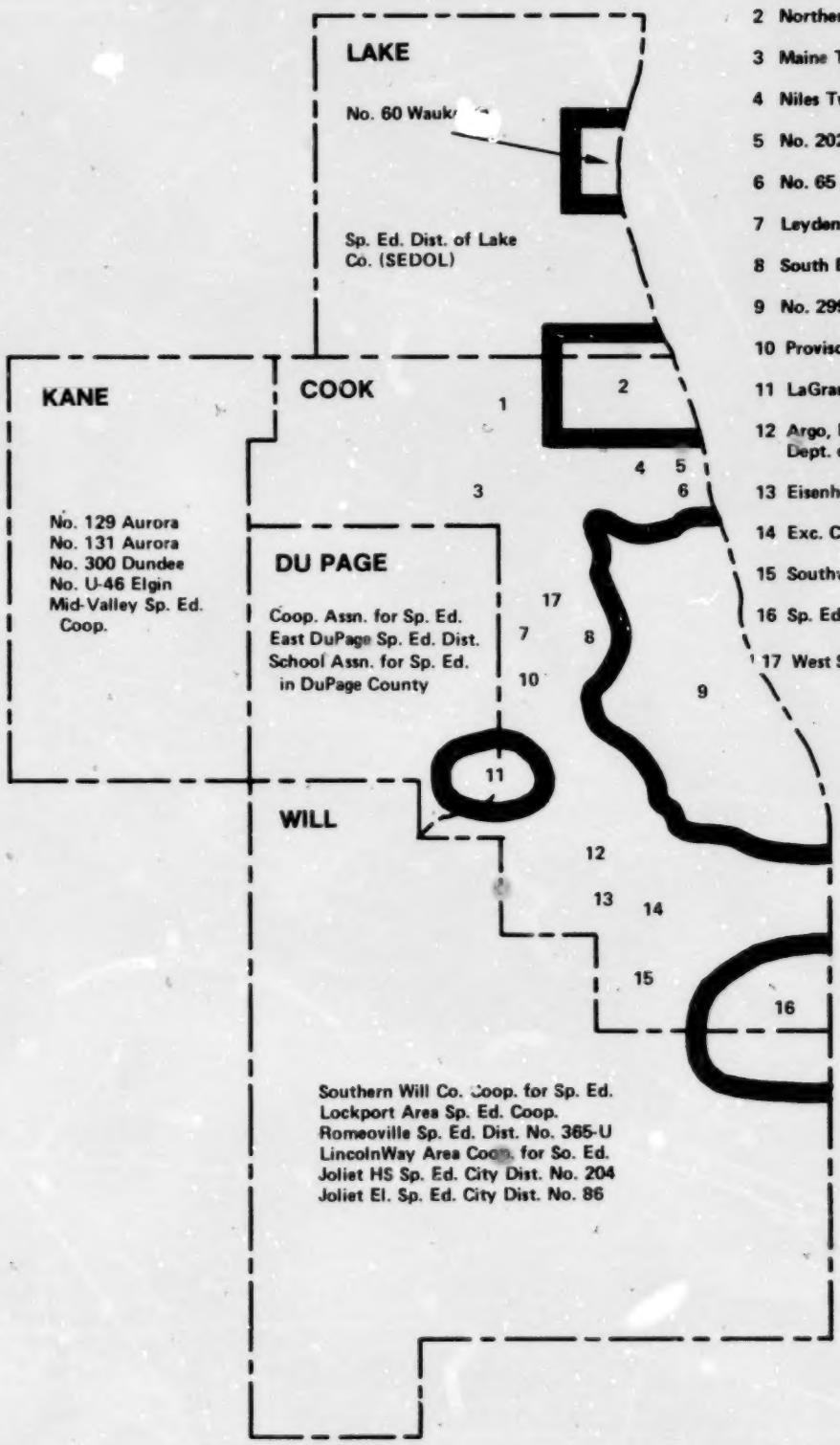
VOCATIONAL EDUCATION

COMMUNITY COLLEGE DISTRICTS



State of Illinois
Special Education Service Units

Chicago Metropolitan Area
Special Education Service Units



1 Northwest Sub. Sp. Ed. Org. (NSSEO)

2 Northern Sub. Sp. Ed. Dist.

3 Maine Twnshp Sp. Ed. Prog.

4 Niles Twnshp Dept. of Sp. Ed.

5 No. 202 Evanston

6 No. 65 Evanston

7 Leyden Area Coop for Sp. Ed.

8 South Eastern Sp. Ed. Prog. (SESE)

9 No. 299 Chicago

10 Proviso Area for Exc. Chn. (PAEC)

11 LaGrange Area Dept. of Sp. Ed. (LADSE)

12 Argo, Evergreen Park, Reavis, Oak Lawn Dept. of Sp. Ed. (AERO)

13 Eisenhower Coop.

14 Exc. Chn. Have Opportunities (ECHO)

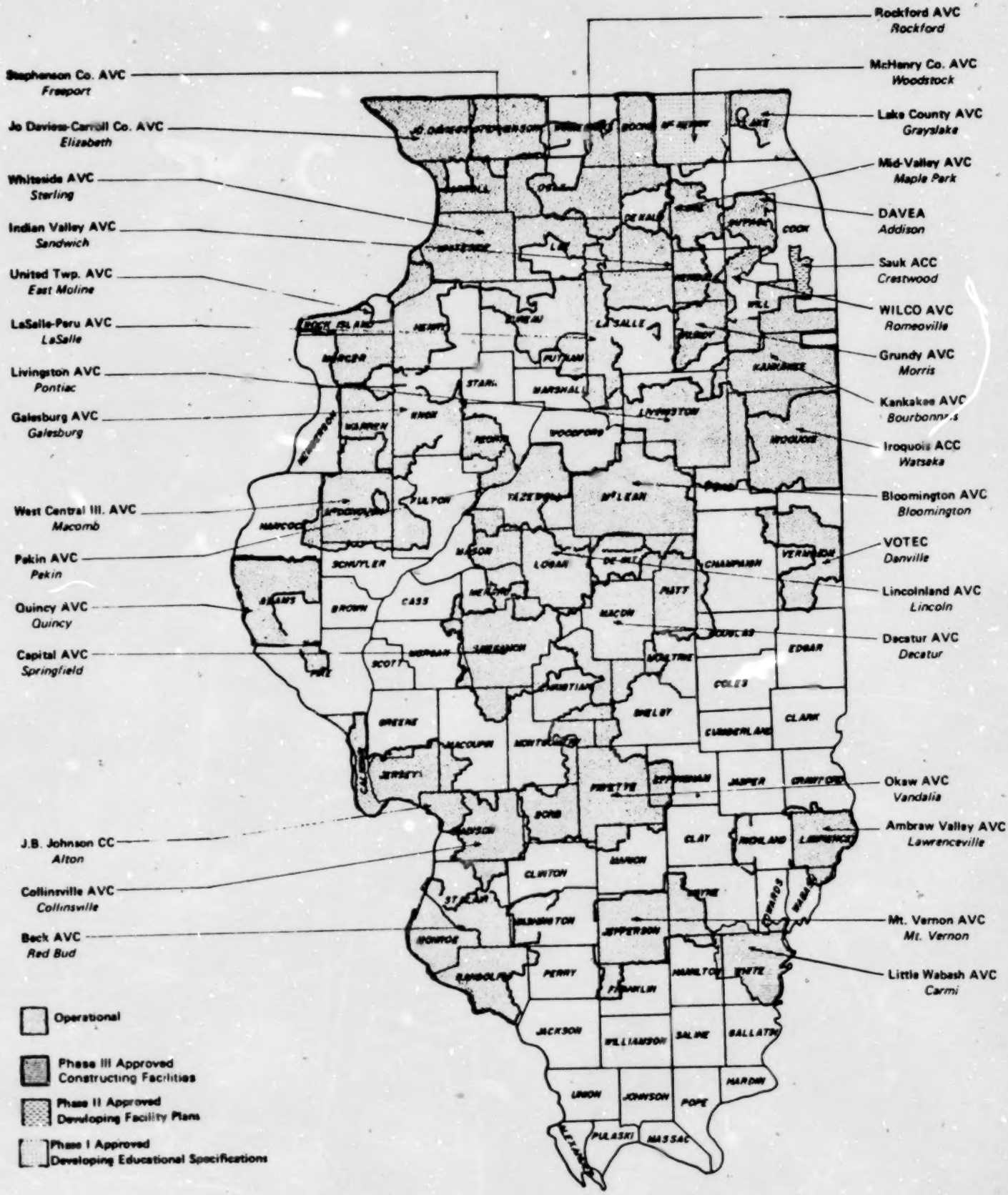
15 Southwest Cook Co. Coop. Assn. for Sp. Ed.

16 Sp. Ed. Coop. of South Cook Co. (SPEED)

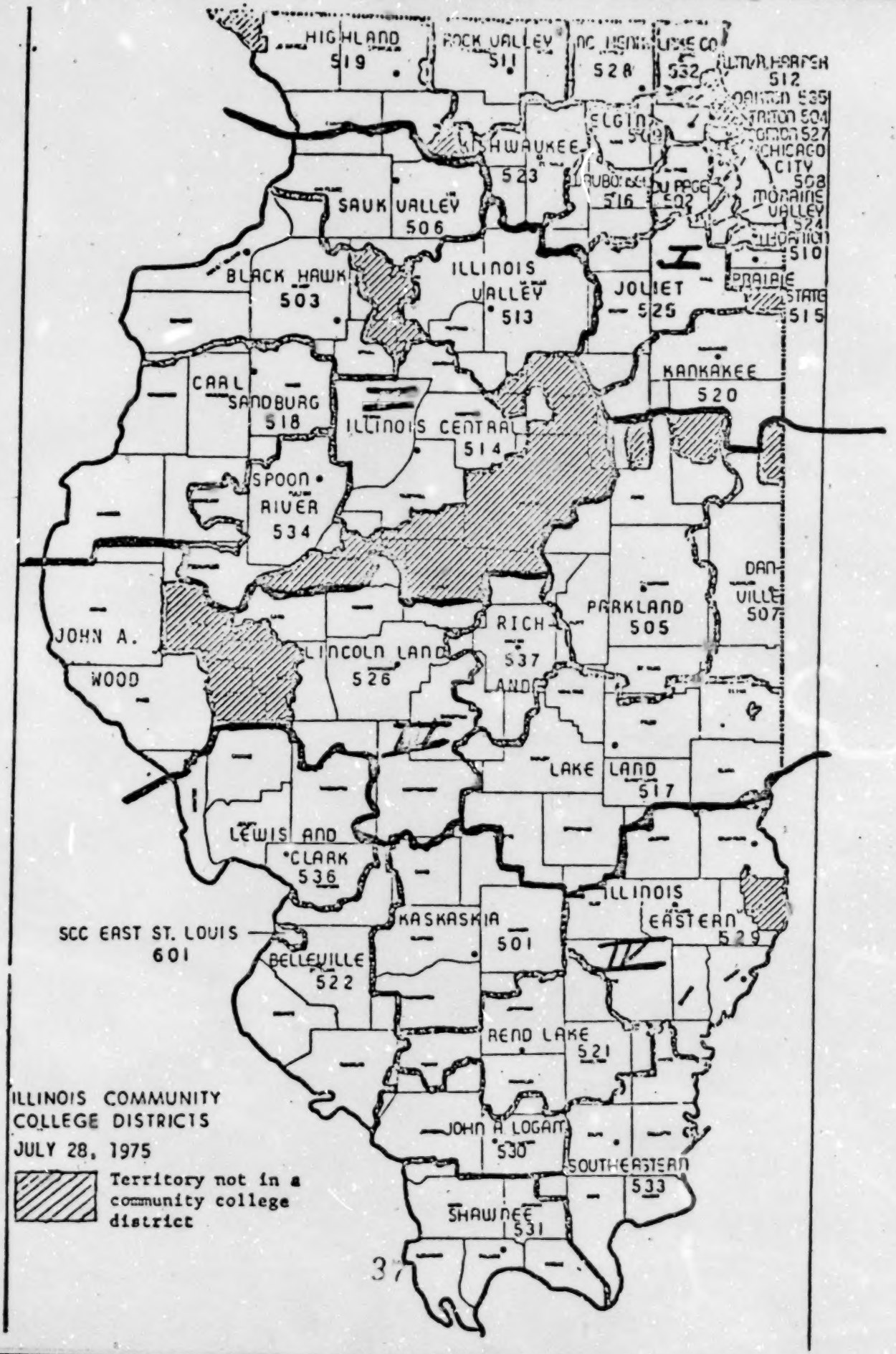
17 West Sub. Assn. for Sp. Ed.

AREA VOCATIONAL CENTERS

(Multi-District Secondary)



March, 1977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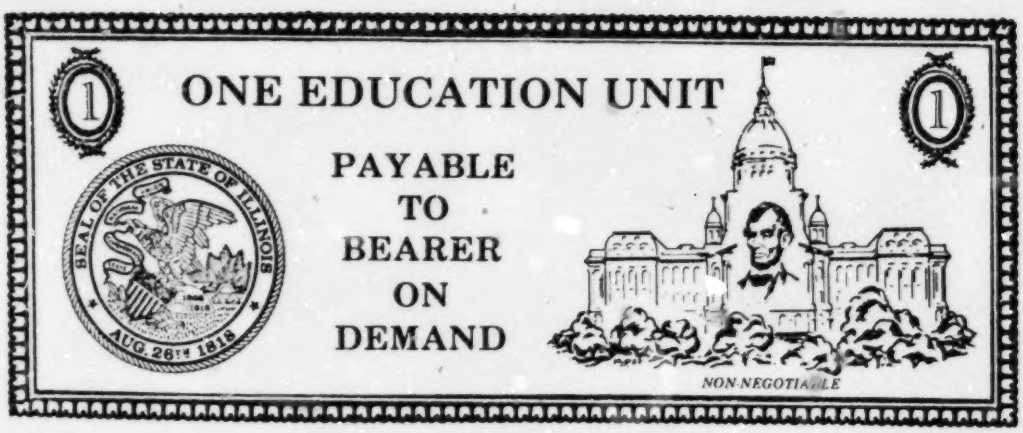
ROCK VALLEY 511
528
LAKE CO 532
ELGIN
HARPER 512
HAWAUKEE 523
SAUK VALLEY 506
516
502
MORAINE VALLEY 524
510
BLACK HAWK 503
ILLINOIS VALLEY 513
JOLIET 525
PRAIRIE STATE 515
KANKAKEE 520
CARL SANDBURG 518
ILLINOIS CENTRAL 514
SPOON RIVER 534
DAN-VILLE 507
PARKLAND 505
JOHN A. WOOD
LINCOLN LAND 526
RICH LAND 537
LAKE LAND 517
LEWIS AND CLARK 536
ILLINOIS EASTERN 529
SCC EAST ST. LOUIS 601
KASKASKIA 501
BELLEVILLE 522
REND LAKE 521
JOHN A LOGAN 530
SOUTHEASTERN 533
SHAWNEE 531
ILLINOIS COMMUNITY COLLEGE DISTRICTS
JULY 28, 1975
Territory not in a community college district

APPENDIX C

SAMPLE VOUCHERS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ONE EDUCATION UNIT
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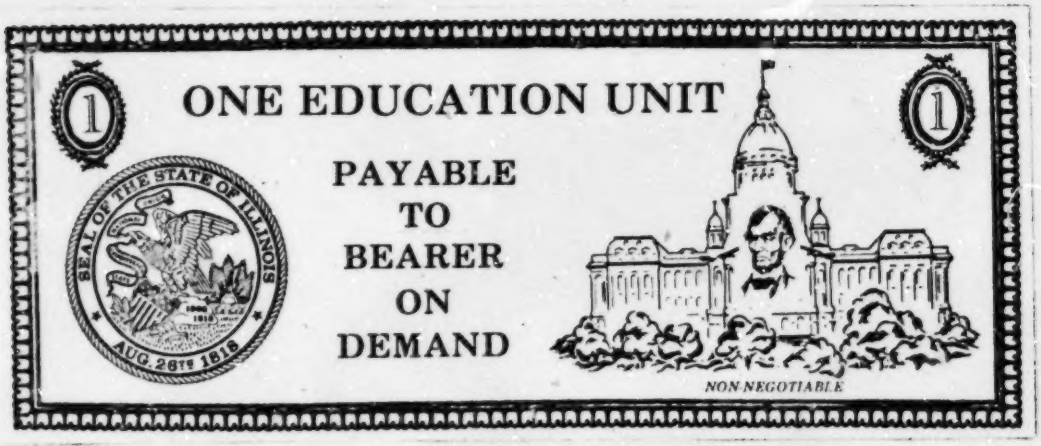
SEAL OF THE STATE OF ILLINOIS
AUG. 26TH 1818
PAYABLE
TO
BEARER
ON
DEMAND
NON-NEGOTIABLE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SEAL OF THE STATE OF ILLINOIS
AUG. 26TH 1818
PAYABLE
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